

DRAFT
9 June 1953

PROCESS OF SELECTING NEW CAREER EMPLOYEES

I. Career Employees, as defined in CIA [REDACTED] shall be selected for the Career Staff as a result of a three-step process, as follows:

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1. Identification, recruitment and selection of individuals on the basis of their capability and suitability for provisional appointment to the Career Staff.
2. A period of planned instruction and development during which the employee demonstrates his capability and suitability for career employment.
3. A review at the end of the provisional period to finally select individuals on the basis of their capability and suitability for permanent appointment to the Career Staff.

COMMENT: a. The Term "provisional period" is used in lieu of other similar terms in order to avoid conflict or confusion with any of the concepts, legal or traditional, which are associated with such terms. (i.e. probationary period, trial service period)

b. The provisional period should apply to all new career employees, regardless of civil service status or veteran's preference rights. It will, however,

be necessary to comply with legal requirements pertinent to the termination of various groups of employees, if such action is indicated.

II. There shall be established a CIA Selection Board, consisting of one voting member appointed by each of the following: DD(I), DD(P), DD(A), AD/Commo, and Director of Training; and one advisory, non-voting, member appointed by each of the following: AD/Personnel, Director of Security and Chief, Medical Staff. The CIA Selection Board shall be responsible to the CIA Career Service Board and shall carry out the functions set forth herein. The AD/P shall provide the Selection Board with an Executive Secretary and such clerical and administrative personnel as are needed to perform its functions.

- COMMENT: a. Since this Board will, among other functions, assume the duties now performed by the Professional Selection Panel, the Panel will be abolished when the Selection Board is established.
- b. The voting membership of the Board is designed to give a voice in the selection process to each of the principal chains of command now existent in the Agency.

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- c. The advisory membership of the Board is designed to give the Board access to the specialized knowledge and techniques of those components of the Agency best suited to assist the Board.

III. To assist recruiters, investigative personnel, operating officials, and others concerned with the identification of individuals for initial selection, a written statement of criteria for over-all suitability for career employment in CIA will be prepared by the Selection Board and approved by the CIA Career Service Board.

COMMENT: a. A tentative statement of such criteria has been prepared by the Professional Selection Panel and can form the basis for such a paper.

IV. Prior to the selection of an individual for provisional appointment to the Career Staff, all information concerning that individual which is available within CIA, excluding only sensitive security and medical information shall be assembled into the personnel folder of the prospective employee.

COMMENT: a. Experience of the Professional Selection Panel has shown that in many instances pertinent information is widely dispersed in files of different components of the Agency. Ordinarily, there is no opportunity for a responsible official to consider all of the available information concerning a prospective employee before making a decision as to his employment.

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- b. Numerous cases investigated by the DD/P Inspection and Review Staff have illustrated the danger to the Agency of not having all pertinent information available in one place.
- c. To meet this requirement it will be necessary for the Security Office to prepare a detailed report containing all non-sensitive information acquired during the course of an investigation of a prospective employee, whether adverse or not. At present the pertinent information regarding past conduct and performance, as learned from references, past employers, neighbors, etc. - which in most organizations forms a basic part of the personnel folder - is not made available to anyone outside the Security Office unless it is considered to be sufficiently derogatory to be brought to someone's attention. It is recognized that information bearing on the individual's loyalty or security should not be included in such reports. Therefore, the preparation by the Security Office of a separate report, with such information deleted, appears to be the only feasible means of making the information available to those who need it. It is also recognized

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that the Security Office cannot undertake this task without adequate personnel, and it is urged that sufficient additional personnel be authorized to permit the Security Office to accomplish this essential task.

- d. Each component of the Agency must be required to record all pertinent information concerning its present or prospective employees and to furnish copies of such records for inclusion in the individual's personnel folder.

V. The complete folder containing all information concerning a prospective employee will be maintained by the Personnel Office and be made available through the Board's Executive Secretary for examination by an appropriate Examiner for the Panel. (see Sec. XIII) When any information is disclosed which casts doubt on the individual's suitability, the Examiner will refer the folder to the component desiring to employ the individual so that it may discontinue processing if desired.

COMMENT: a. The experience of the Professional Selection Panel has shown that in many instances the Office which initiated action on an individual would discontinue processing him if administrative information resulting from the Security investigation were available to it.

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- VI. With respect to applicants for non-professional positions, as defined in pertinent CIA Regulations, the determination of suitability for a provisional appointment to the Career Staff shall be made by the Personnel Office.
- VII. With respect to applicants for career employment in professional positions, as defined in pertinent CIA Regulations, the determination of career suitability - as distinguished from technical or professional qualification to fill a specific position - shall be made by the CIA Selection Board. This shall be accomplished through the review of each case, prior to entry on duty, by an examiner designated by the CIA Selection Board from its Panel of Examiners. (see Sec XIII) Such examiner shall review the applicant's personnel folder and either (a) approve the applicant as suitable for career employment by CIA or (b) refer the case for review by the operating office concerned, and, if necessary, for decision by the CIA Selection Board. He shall refer any case to the Board if he considers the individual unsuitable or if he believes a personal interview with the individual necessary for making a determination. The decision of the CIA Selection Board shall be final, subject only to review by the Director of Central Intelligence. Review of a case by the DCI, if desired, must be requested within ten working days after the Board's decision by the DD/P, DD/I, DD/A, AD/Commo, or Director of Training.

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- COMMENT: a. It is considered essential that, in the process of selecting applicants for professional positions, the decision as to overall suitability be reviewed by a responsible officer outside the requesting component. Such an officer is less likely to be biased by the pressure of personnel shortages in the Office concerned.
- b. It should perhaps be emphasized that the procedure outlined above is not concerned with the determination as to an individual's professional qualifications to fill the position involved, but rather with the less tangible qualities of character and personality which bear on the individual's suitability for career employment.

VIII. Individuals entering on duty as career employees, as defined in CIA [REDACTED] shall initially be given provisional appointments to the Career Staff for periods of either one or two years. The length of the provisional period applicable to career employees in professional positions shall be two years. The provisional period for career employees in non-professional positions shall be one year. [The present definition of professional positions is as follows: See Note, Page 13.] Each career employee shall be informed when he enters on duty as to the length of his provisional period. He shall also be informed that he will be given training, indoctrination, and supervisory assistance to help him become an effective career employee, and, that his services will be evaluated

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during his provisional period to determine whether he shall continue as a permanent member of the Career Staff or be separated.

- COMMENT: a. Opinion in CIA varies widely as to the length of time needed to observe an employee's conduct and performance in order to make a valid final determination as to his suitability. This variation in opinion stems primarily from the widely divergent nature of the duties performed by career employees. While it may require two years, devoted to training, headquarters and field assignment, to determine the suitability of a career employee assigned to professional duties, for example, an FI Operations Officer, it would probably be unnecessary to subject his non-professional secretary to the same provisional period. It, therefore, seems desirable to establish provisional periods of different lengths for professional and non-professional career employees.
- b. Career employees who have completed a one-year provisional period in a non-professional position and are reassigned to a professional position should be required to serve a one-year provisional period in the professional position although they should retain all of the rights, privileges and benefits which they have gained as non-professional members of the Career Staff.

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c. Existing legislation and government regulations concerning the "trial service" or "probationary periods" should not be considered in determining the length of the provisional period established in CIA. However, it must be recognized that such laws and regulations may require different processes to effect the separation of certain groups of employees. If it be found that an appropriate provisional period cannot be effectively applied within the terms of existing laws, CIA should seek legislative relief.

d. It has been argued that extending the present one-year trial service period, will add to CIA's personnel procurement problems. The Professional Selection Panel has no evidence that the present one-year period is a hindrance to recruitment. The Panel believes that gains to be realized from the extension of the period to two years for professional employees more than offset possible increased difficulties in recruitment.

IX. Prior to the completion of the provisional period, a final determination shall be made as to whether an individual is suitable for permanent appointment as a member of the Career Staff. If found unsuitable, his employment shall be terminated.

COMMENT: a. The termination of the provisional period should be highlighted as a time when something significant takes place in the career of the employee. As a minimum, a personnel action should be prepared to indicate that a career employee has completed his provisional period and to show his permanent appointment to the Career Staff.

b. The termination of those found unsuitable will contribute to the maintenance of a generally high level of Agency performance, will attract to CIA competent people from the outside, and will contribute significantly to the morale of employees who are doing good work.

X. With respect to employees in non-professional positions, the determination referred to in paragraph IX shall be made by such persons and in such manner as shall be directed by the Career Service Board having jurisdiction over the employee.

XI. With respect to employees in professional positions the determination referred to in paragraph IX shall be made as follows:

A. Prior to the expiration of the employee's provisional period, his service shall be reviewed by an Examining Committee. The Committee shall consider all available information concerning the employee, including training and assessment reports, personnel evaluation reports, and all other information contained in the employee's personnel folder. The Committee may interview

the employee and/or his supervisor if it considers such interview to be desirable.

- B. The Committee shall make a recommendation that (1) the employee be appointed as a member of the Career Staff, or (2) the employee be separated.
 - C. The recommendation of the Committee shall be reported to the Career Service Board having jurisdiction over the employee, which shall (1) approve the Committee's recommendation, or (2) if it disagrees with the recommendation, refer the case to the CIA Selection Board, whose decision in the case shall be final, subject only to review by the DCI. Review of a case by the DCI, if desired, must be requested within ten working days of the Selection Board's decision, by the DD/I, DD/P, DD/A, AD/Commo, or Director of Training.
 - D. The Examining Committees referred to herein shall consist of two examiners (one representing his T/O component and one from the component represented by his Career Designation) and one examiner from another Office or Staff. The Committee will be chosen in each case by the Executive Secretary of the CIA Selection Board from that Board's Panel of Examiners.
- XII. The procedure outlined in paragraph XI shall also be followed in every instance in which an employee is being transferred from a non-professional to a professional position. In such cases the

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recommendation shall be (1) that the employee be transferred, or
(2) that he be retained in the non-professional position.

XIII. The Panel of examiners of the CIA Selection Board shall be composed of experienced members of the Career Staff chosen by the CIA Selection Board from lists of nominees submitted by the Career Service Boards. Examiners referred to in paragraphs VII and XI above shall be chosen from this Panel.

COMMENT: a. Much is to be gained through the system of utilizing the skill and experience of a sizable number of senior operating officials for the purpose of examining and rendering opinion on specific cases. This should not be full-time duty. The moment it does the individual will lose his contact with operating problems.

b. In order to meet the work load a Panel of perhaps fifty Examiners, drawn from all components of the Agency, might be required. The work load per Examiner thus is of the order of two cases per month or perhaps three working hours per month. This activity would be performed according to procedures and criteria established by the CIA Selection Board.

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- c. The CIA Selection Board of Examiners should have the responsibility of making final selection from among the nominees of the several Career Service Boards. Skill in discrimination, maturity, judicious impartiality, personnel experience and sense of CIA mission should be the criteria for selection of Examiners.
- d. It is believed that this extra duty for these senior people is an effective and practical executive development technique.

Note: Professional positions shall mean all staff employee positions in Grade GS-7 and above, non-clerical positions in Grades GS-5 and GS-6, and the following military personnel: officers, enlisted personnel grades 7 and 6, and lower grades in the intelligence career field.

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C O P Y

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23 June 1953

MEMORANDUM FOR: The Personnel Director
FROM: The Professional Selection Panel
SUBJECT: The Process of Selecting New Career Employees

1. As you are aware, the CIA Career Service Board has asked the Professional Selection Panel to make recommendations with respect to the process of selecting new career employees. A draft paper on this subject (copy attached) was discussed at the Panel's special meeting on 16 June 1953. Several of those present, including the advisor from the Personnel Office, expressed the view that the procedure proposed is an unnecessary duplication and that instead of creating such a new procedure, efforts should be made to strengthen and improve existing procedures.

2. The Panel accordingly requests that you furnish to the Panel for its guidance recommendations as to steps which can be taken to improve the existing selection process. Specifically, the Panel would appreciate your suggestions on the following points:

a. What means can be found to insure that each new employee, before entering full career status, goes through a period during which his character, personality, capability and performance are effectively examined, and that at the end of such period the employee is made aware of a significant change in his status?

b. What procedure can be devised to make such a period longer than one year in the case of employees occupying professional positions?

c. What means can be found to insure that all pertinent information concerning an applicant or employee is gathered in one file instead of being either unrecorded or dispersed in the files of many components of the Agency?

d. What procedure can be adopted which will insure that the decision as to the suitability of an applicant is reviewed by a responsible officer outside the requesting component and outside the Personnel Office?

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3. In order that the Panel may present its recommendations to the CIA Career Service Board at an early date, it is requested that your reply reach the Panel as soon as possible.

/s/



Chairman

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16 June 1953

MEMORANDUM FOR: Chairman, CIA Career Service Board
SUBJECT : Insurance Task Force Recommendation

1. The Insurance Task Force has completed its survey in answer to the first question of interest, i.e., how best do we attack the problem of the Agency's insurance interests.

2. We have secured provisional clearance on [REDACTED] of the [REDACTED] in Washington, D. C., and [REDACTED] of Penllyn, Pennsylvania, and have discussed broadly the nature of our problem and have posed to both of these men the question of how best to attack this problem, suggesting that a survey of a week to ten days on their part would produce the answer.

3. Each party is willing to do this first-leg survey for exactly the same price -- \$25.00 per hour.

4. [REDACTED] is a lone wolf, experienced mostly in the pension field. If he did this job for us, we would have to subject his findings to another outside, independent survey to make sure we were on solid ground. If the [REDACTED] does this for us, they would have one of their senior officers review the performance of their own actuary who did the work, and further than that, their product would be a company product. A further factor is the small advantage of having the survey done by a Washington company as opposed to a man whose office is removed some distance from Philadelphia.

5. RECOMMENDATION: The committee recommends the selection of the [REDACTED] to do this first-leg survey, and needs about fifteen hundred dollars -- at most two thousand dollars -- to accomplish the objective. We propose to seek top secret clearance on two selected individuals within the [REDACTED] as determined by [REDACTED] Vice President of the [REDACTED]. The work of this survey can be laid on about the first week in September, and in the meanwhile [REDACTED] and I will see to the obtaining of basic operational information in anticipation of having it all ready, and

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also we will have finished digests of all existing Government benefits, such as Federal Employees' Compensation Act, the Civil Service Retirement Act, WAEPA and other forms of existing coverages utilized by either civilian agencies or the military.

/s/ [REDACTED] 17 June 1953)

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Chairman, Insurance Task Force

Concurrence by [REDACTED]
for [REDACTED] (absent)
obtained today

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[REDACTED]
(17 June 1953)

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LEGISLATIVE PROGRAM

In order to develop a program so that advantage may be taken of favorable opportunities to submit specific legislation to the Congress, it is desirable to re-examine CIA's personnel problems and goals with respect to the Career Service Program.

The twenty-odd problems are grouped according to

- a. Status of previously proposed legislation
- b. Status of legislation now before the Congress
- c. Problems which may or may not require legislation to effect their solution.

It is recommended that a Task Force be established and assigned responsibility for studying the problems and making recommendations to the Board.

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26 June 1953

MEMORANDUM FOR: Chairman, CIA Career Service Board
FROM: Executive Secretary, CIA Career Service Board
SUBJECT: Matters affecting a Legislative Program

In response to your recent request there are grouped below various topics which should be considered in the development of a legislative program. These include:

1. Matters concerning which legislation was suggested in CIA [REDACTED]
2. Matters concerning which legislative action is presently in process;
3. And other problems to which consideration should be given in order to determine whether legislation is required to permit the Agency to solve them or whether a policy determination within the framework of present legislation will suffice.

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1. Status of legislation recommended in Tab G of CIA Career Service Program of 11 June 1952.

a. Additional benefits for personnel disabled while in the employment of CIA.

COMMENT:

As far as can be determined, nothing has been done in this area.

b. Pay, within-grade raises, and grade promotions for personnel who are detained involuntarily by foreign governments, known as the "Missing Persons Act", for vouchered funds employees.

COMMENT:

These benefits were obtained by recent legislation sponsored by the Department of Defense and which was reported to the Board at its meeting on 23 April 1953. The present act, however, expires on 1 February 1954. Action should be taken to provide permanent protection to CIA employees, both vouchered and unvouchered, prior to that date.

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c. Application of the principles of the United States Employees' Compensation Act to dependents of employees engaged in hazardous duties who are themselves exposed to hazard.

COMMENT:

As yet no legislation has been initiated in this area.

d. Death gratuity of six months' base pay to dependents of CIA employees whose death occurs in line of duty while serving overseas.

COMMENT:

No legislation has yet been developed.

e. A more liberal retirement system.

COMMENT:

In reviewing H.R. 2851, which proposes revision to the Civil Service Retirement Act, the Personnel Office took a position favorable to the liberalization of the amount of annuity benefits and eligibility for benefits. It noted that consideration should be given to an amendment providing for retirement at age 50 with 20 years service in hazardous security work, comparable to special features in the Retirement Act and in H.R. 2851 for persons engaged in criminal investigation.

The 82nd Congress has established a committee to study all Federal retirement and related systems. The Committee is expected to make its report near the end of 1953. It is assumed that major revision of the Retirement Act will not be considered prior to submission of the Committee's report.

f. An appropriate and adequate leave system for all overseas employees.

COMMENT:

In a staff study dated 23 June 1953 concerning proposed changes in Agency Leave Policies, the Personnel

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Office recommended that legislation be drafted and presented extending home leave benefits granted to Foreign Service employees of the State Department to employees of the Central Intelligence Agency. This project was referred to the General Counsel for drafting and submission of the necessary legislation upon approval of the recommendation by the DD/A 14 August 1952.

2. Matters concerning which legislative action is presently in process.

a. (See also 1e, above)

b. Educational Allowances to Employees Serving Overseas

COMMENT:

In accordance with instructions of the A/DD/A, the Personnel Office recently completed and is currently coordinating with the DD/P a staff study concerning the payment of tuition for school-age dependents of overseas employees. One of the recommendations resulting from this study is that the Agency give positive and active support to specific legislation, which is being proposed by the Bureau of the Budget, to provide uniform allowances, including education allowances, to all overt overseas civilian employees of the Federal Government.

c. Dual Compensation

COMMENT:

In reviewing H.R. 4773, which is proposed "to simplify and consolidate the laws relating to the receipt of compensation from dual employments under the United States," the Personnel Office agreed with the principle of simplifying the complex legislation on this subject and recommended careful review of the numerous provisions of law to be rescinded by H.R. 4773.

d. Pay

COMMENT:

Several bills, especially H.R. 585, H.R. 5118, S. 189, S. 3477 and HR 4556 relating to cost of living adjustments, unemployment insurance, severance pay, and

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pay increases have been introduced in the present session of Congress. These proposals have been considered and are generally favorable to CIA personnel policy.

e. Selection of Supervisors

COMMENT:

In reviewing S. 3493, concerned with development of more effective methods for selecting supervisory personnel, the Personnel Office generally indorsed the position taken by the Federal Personnel Council, agreeing to the importance of improvement in supervisory techniques. It is doubtful, however, that improvement can be accomplished by an inflexible program such as proposed.

f. Incentive Awards Programs

COMMENT:

S. 3492 was introduced to provide a single authority for incentive awards programs by replacing the multiplicity of overlapping statutes already existing. The Personnel Office has recommended that the Agency adopt a position favorable to such simplification.

3. Other problems to be considered in developing a legislative program.

a. Personnel Evaluation

COMMENT:

The Performance Rating Act of 1950 requires Federal agencies--except those specifically exempted--to establish one or more performance rating programs for evaluating the work performance of employees. In addition, the Act stipulates that "no officer or employee of any department shall be given a performance rating, regardless of the name given to such rating, and no such rating shall be used as a basis for any action, except under a performance rating plan approved by the Civil Service Commission as conforming with the requirements of this Act." The Act became effective 30 December 1950.

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Initial efforts to implement the provisions of the Performance Rating Act of 1950 indicated that certain requirements of the Act could not be harmonized with the security obligations of CIA. The Personnel Office at that time recommended that the Agency seek exemption. Subsequently, by the establishment of Agency's Personnel Evaluation Program, a position was adopted, knowingly, which is explicitly prohibited by the terms of the Act. The original Career Service Committee recommended in 1951 that the Agency seek exemption from the Act.

The Agency's Legislative Counsel advised the Assistant Director (Personnel), by memorandum dated 14 November 1952, that the current CIA legislative program includes a section exempting CIA from the Performance Rating Act of 1950.

b. Hardship Posts

COMMENT:

Is legislation required to enable CIA to systematically provide adequate compensation to all personnel stationed at posts declared to be hardship posts by the Department of State? Likewise, can CIA declare other stations, not considered by State, to be hardship posts? (see C. F. Regs. 6.4)

c. 24-Hour Duty Concept

COMMENT:

Is CIA able to apply a consistent and true 24-hour duty concept to all of its employees without additional legislation? (see OGC to AD/P 3 April 53)

d. Tenure and Job-Security

Comment:

In view of recent Executive Orders (No. 10440 and 10463) regarding the new Civil Service Schedule C job grouping and the possible transfer of Schedule A employees to this new grouping, there is need for clarification of the legal status of current CIA employees and the authority for future appointments. Legislation

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may be required to provide CIA employees with benefits and career status which are at least comparable to those of the Career Civil Service.

e. Reduction in Force

COMMENT:

Applicability to CIA, from the legal point of view, of the reduction-in-force provisions of the Veterans Preference Act should be studied to determine if and how CIA can comply. Paragraphs 3a and 3d above are also involved in this complex matter.

f. Medical Benefits

COMMENT:

In the medical field several areas for possible legislative action have been suggested.

1. Medical aid to dependents overseas
2. Transportation of dependents when medical care is required overseas.
3. Medical care for headquarters personnel on TDY travel.
4. Medical care for headquarters personnel comparable to that available for overseas personnel in certain fields and under controlled circumstances.

This matter is extremely complex and is also involved with paragraphs 1a, 1c, 3b, 3c above and 3 g below.

g. Insurance

COMMENT:

The Insurance Task Force is presently engaged in studying all aspects of insurance as it affects the people of CIA. Its studies impinge on many of the problems listed above. The Task Force may have recommendations to make regarding legislation at the appropriate time.

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4. It is recommended that the CIA Career Service Board establish a Task Force which, working with the General Counsel and the administrative offices of the Agency, will study the problems outlined above and submit recommended solutions to the CIA Career Service Board including recommendations for additional legislation as appropriate.



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